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## ANNUAL REPORT

OF THE

## ADMINISTRATIVE SERVICES DEPARTMENT

FOR THE YEAR ENDING DECEMBER 31, 1957.

JANUARY 3, 1958.

HONORABLE JOHN B. HYNES,  
*Mayor of Boston.*

DEAR SIR:

We are pleased to submit herewith the Fourth Annual Report of the Administrative Services Department for the year commencing January 1, 1957 and ended December 31, 1957, concerning the activities of all divisions and units involved, together with comments and observations made with reference to various studies and policies initiated by the Board in connection with the operation and management of various other city departments.

## ADMINISTRATIVE SERVICES BOARD

Under Chapter 3A, Section 2 of the Ordinances of 1953, as amended by Chapter 3, sections 1 to 8 inclusive, of the Ordinances of 1956, the Administrative Services Board is charged with the administration of the Department and consists of the Director of Administrative Services as Chairman, Supervisor of Budgets, Supervisor of Personnel, the Purchasing Agent, the City Auditor, the Collector-Treasurer and the Assessor of Taxes. More specifically, under Section 2, Chapter 3A mentioned above, the Board, and more especially the

Director, shall be responsible to make, under the Mayor, studies and recommendations with respect to the organization, activities, policies and procedures of all departments, boards and officers of the city government, so that the administration thereof shall be economical and efficient.

During the year the Board met formally on nine separate occasions and various members of the Board met informally on many occasions to discuss matters of mutual concern. On October 8, 1957, we suffered the loss of our Director and Chairman, the late John A. Breen, a brilliant man, whose knowledge of municipal administration, particularly in the real estate field, was broad and varied and who contributed greatly to the proper functioning, not only of the Board, but of the Equalization Survey Committee as well, to which he was assigned as Chairman.

During the period from October 9 to December 3, the interim between the death of John A. Breen and the appointment of William Arthur Reilly as Director, Joseph P. Lally, the City Auditor, was designated as Acting Director and during this short space of time the activities of the Board continued to function smoothly and effectively. Several informal meetings were called by the Acting Director concerning various administrative matters that were pending and a formal meeting covering a variety of subjects was held under date of October 18th. At the Second Conference on Municipal Administration, Mr. Lally acted as Chairman and Presiding Officer of the entire proceedings in addition to delivering one of the most enlightening talks of the Conference on the subject of "The Boston Tax Rate," upon which panel he served as Chairman.

Although the new Chairman's name is attached to this report, the other members of the Board would like to express their thanks and appreciation to you for an excellent selection of another experienced administrator, who has taken over the administrative reins left by his predecessor in a manner indicative of leadership and the ability to grasp quickly the many threads of administrative tailoring that require continuous study for a modernistic styling of our city government.

Major subjects discussed by the Board during the year resulted in several important accomplishments and improvements in the efficiency of municipal operation, among which are the following:

**i. The Compilation of a Booklet Entitled "The Boston Tax Story," Which Was Distributed Among the Legislators, the City Council and Business Organizations Throughout the City and State**

This booklet contained a comprehensive study of thirty years of taxing real and personal property in the City of Boston, as compared with forty-two cities and towns surrounding Boston, generally known as "Metropolitan Boston." This study disclosed that Boston lost 17% of its valuations in this 30-year period, while the so-called Metropolitan Area gained 65% in valuations. This booklet was prepared by our late Director, John A. Breen, to acquaint the Legislature, more especially, with the problem with which Boston is faced at the present time and its special need for additional revenue. It was hoped that a state-wide tax would have been given favorable consideration by the Legislature last year to assist, not only Boston, because of its declining tax base, but other cities and towns throughout the Commonwealth that are in dire need of additional revenue to meet increased operating expenses, such as, new schools, libraries, playgrounds, hospitals, additional police and fire fighters, etc., necessitated by large increases in population during the last decade. The Legislature, however, did not act favorably on any type of state-wide tax, thereby requiring Boston to increase its tax rate in 1957 to \$86, with future increases in the tax rate imperative during the next few years, unless some relief is received through progressive legislative action.

It is interesting to note that, in this study, although Boston is spending 116% more than it did thirty years ago, the cities and towns in the Metropolitan Area are spending 196% more. With all the services Boston renders to those living outside of the city, including police protection, fire protection, hospitalization, public utility services, transportation, etc., it was a revelation to learn that the cities and towns surrounding us were spending 80% more than Boston with a minimum of public service as against a maximum of public service being rendered, not only to the residents of Boston, but to the thousands working in

Boston but living in the suburbs. Until such time as the Urban Renewal Program, the Prudential Center, the new Government Center and various new projects of private enterprise have begun to add value to our tax base — which should be an incentive for new industry and new developments to locate in Boston — it is absolutely necessary that we secure some type of additional revenue to relieve the home owner of the tremendous burden he is now shouldering. As the officials or people of Boston have no power to enact revenue measures to solve this problem, we, as well as some of the other cities and towns throughout the Commonwealth, are obliged to depend upon the Legislature for a fair and equitable distribution of such state-wide tax that should be adopted in the very near future.

**2. The Planning and Organizing of a Second Conference on Municipal Administration.**

This Conference was held in the Auditorium of the Boston Public Library on November 19 and 20, 1957, and a report of the same has been compiled by the Administrative Secretary and, as it is a complete report of the proceedings, it would be a duplication of effort to repeat any of its contents here. However, we would like to emphasize, in passing, that each and every employee in the city government, anxious to ascertain how the city is endeavoring to improve its efficiency and techniques in administration, should make it a point to secure a copy of this report from the City Messenger.

**3. Equalization Survey Committee Accomplishments.**

This survey, under the immediate supervision of Cuthbert E. Reeves, P.E. and M.A.I., and under the general direction of the Director of Administrative Services, who is Chairman of the Committee, and John J. Chapman, the Assessor of Taxes, has made rapid progress during the year 1957 and, as you have already received a copy of the 1957 Report together with a Planned Program for the year 1958, it is unnecessary to go into detail here. However, we believe that by the end of 1958 we will have established and rationalized our entire assessment system, at least within the central business district and industrial

areas throughout the city, which will result in a more scientific, modern and equitable approach towards land and property valuations than has ever obtained during the past quarter of a century. The Equalization Survey Committee has been fortunate in having your Realty Advisory Committee assisting and co-operating with us in every way and we are grateful for its advice and guidance during the progress of this Survey.

#### 4. Funding Bill.

An extensive study was made by the Board during the early part of the year of the City's financial condition, which resulted indirectly in the authorization by the Legislature of a \$45,000,000 Funding Loan to overhaul the city's financial structure and place it on a pay-as-you-go basis. Certain commitments were made by the city government in conjunction with the passing of this legislation, the more important of which include a promise to reduce permanent personnel by 5% and temporary personnel and overtime payments by 15% within an 18-month period. Many informal meetings were held during the year with various department heads, the Director and the Supervisor of Personnel with a view to complying with the commitments made. These informal meetings resulted in a concerted effort on the part of all departments to cooperate to the fullest extent in effecting the decreases as set forth. It is believed that the 5% decrease in permanent personnel will be attained in the time allotted, but the overtime and temporary personnel decreases of 15% will be difficult to attain because of the fact that disbursements in these two categories are absolutely imperative for special nurses in the Hospital Department and for provisional employment in the Parks and Recreation Department, where seasonal activities are necessary under our Recreational Program. To dispense with either of these services or to decrease either of the services would be a step backward, but we feel, nevertheless, that sufficient reductions can be effected in other categories to satisfy the Legislature. We do not believe it was the Legislature's intent to reduce necessary services to the detriment of the general public, but if we can reduce these two items even 5% we will have demonstrated our integrity and good faith with the Legislature.

## 5. Procedural Manuals.

As stated in previous reports, the studying and editing of Procedural Manuals for the entire city government would be a long-range project. During the year some of the manuals submitted were reviewed and returned to departments for correction. However, the work did not proceed as rapidly as anticipated because of the fact that two administrative analysts requested in our 1957 Budget were not allowed by the City Council, but we are hopeful that these necessary additions to the Administrative Division will be approved this year. In the event we are unsuccessful in securing the additional analysts, we will be obliged to return all manuals to all departments without review or editing, to be amended and brought up to date so that each department might have a working manual, copies of which will be distributed among the various divisions of each department and other copies returned to this department for future study and review. We know of no better manner in which to initiate an In-Service Training Program than by placing a manual within divisions of all departments so that the employee can secure a general knowledge of just what his department is required to do and the methods and procedures under which his department operates. As stated in previous reports, we still maintain that temporary help in many departments could be decreased to a large extent during vacation and sick-leave periods if a comprehensive Procedural Manual were available to those who would be required to take over the duties of other individuals during their absence. We trust that the City Council will give favorable consideration this year to our request for two additional administrative analysts, in order that we might progress with this project more rapidly than has been the case during the past year. With the exception of a few larger departments, manuals have been received from most of the departments and this was an accomplishment in itself. We have received splendid cooperation on this all-important project and we are grateful to all involved.

**6. The Compilation of an Up-to-date Document Entitled "Certificates, Licenses and Permits Issued by the City of Boston, Including Charges for Services Rendered."**

This document contains, in alphabetical order, a complete list of such charges, indicating the department charging the fee, the location of the department, etc. Although Chapter 7 of the Ordinances of 1956 contains a list of fees established by Ordinance, it does not contain, however, statutory fees or fees adopted through departmental regulations. We believe this document will be most helpful to city employees and the public generally after its format has been approved by the Law Department for printing.

Several major subjects, upon which definite action has not been taken up to the present time but upon which lengthy discussions and deliberations were held during the year, are listed herewith:

**i. City Hospital.**

It was recommended that a study be made of the total hospital picture with a view to improving service, decreasing unnecessary expense and placing the business administration of the hospital on a sound footing. In our 1956 Annual Report we listed many of the recommendations of the Board, which we brought to the attention of the Trustees and the Director of the Hospital Department. The hospital has been making some progress along the lines recommended but, as stated previously, many of the recommendations will require long-range studies before any definite action can be taken which might prove injurious to the sick or unfortunates of our city, for whom the City Hospital, the Long Island Hospital and the Sanatorium were erected some years ago. Most of our administrative problems in the Hospital Department stem from the fact that we are providing hospital facilities for many persons who are not residents of Boston and for whom we are not receiving our just share of reimbursements from the state or cities and towns in which they have legal settlements. Whether or not our accounting system at the hospital is at fault or whether we are lax in determining settlement

cases are questions that are now being studied. The collection of hospital bills from those who can afford to pay for such service is another item that is being explored. Hospital officials are now working on a Procedural Manual which, when completed, should prove most helpful in bringing to light many of the flaws in administrative procedures that now exist and the correcting of the same at the earliest possible date. Constant review and study are imperative if we are to modernize our hospital operations to the point where waste, extravagance, inadequate service and inadequate bookkeeping methods will be eliminated and modern business methods substituted.

## **2. Establishment of Organization and Methods Section.**

This subject has been discussed on various occasions during the past three years, but lack of space and the reluctance of the City Council to authorize additional staffing have hampered our progress in this direction. It was planned originally to organize this section within the Administrative Division with several competent individuals to make necessary surveys and studies of an administrative character, which would greatly enhance our future objectives. A study of Methods and Procedures in all departments of government requires a capable staff on a full-time basis, whose duties and responsibilities would consist of modernizing obsolete systems and keeping informed at all times of advanced techniques, not only in the municipal management field, but in the automation field where great strides have been made during the past few years. At the present time, in addition to the Administrative Secretary, the Administrative Division has one senior administrative analyst who is at present engaged in supervising operations of the Equalization Survey, one head administrative clerk, one principal clerk and secretary and one senior clerk typist. We believe you will agree that part of this Division could be the nucleus of an Organization and Methods Section, but additional technical help will be required before we can go ahead with proposed plans.

In addition to Methods and Procedures studies, other studies would be developed, such as:

- A. Central and Departmental Inventory Controls
- B. Uniformity of Building Maintenance Procedures
- C. Space Requirements for the Proposed City Hall
- D. A Central Storage Warehouse for items supplied to one or more departments — catalogue to be developed.
- E. Records Management Studies.  
A practical method of accounting for, preserving or disposing of public documents and records should be established.
- F. Labor Saving Office Equipment — Automation
- G. Consolidation of Purchases — joint purchase of items used by more than one department.
- H. Miscellaneous Revenue Studies.
- I. Central Licensing Bureau.

These and many other studies should be inaugurated at the earliest possible date. A few of the above studies have been undertaken but it will be many months before they can possibly be completed. However, some of the studies recommended in previous reports have been completed and we are listing a few for your persual:

- 1. A Central Mailing Unit established in the Annex
- 2. A Complaints Division established in City Hall
- 3. Standardization of office forms study completed
- 4. A review of all fuel-burning installations was made and improvements recommended
- 5. One telephone survey completed and another being undertaken at the present
- 6. Addressograph operations instituted at the Printing Plant
- 7. Office Machine Repair Unit established in City Hall
- 8. A Central Mimeograph Section established at Printing Plant (possible transfer of operations to City Hall)
- 9. Central Binding Unit established at Printing Plant
- 10. Office Supplies Unit established under supervision of Purchasing Agent
- 11. New Mailing Insert Machine installed in Collecting Division of Treasury Department (standardization of envelopes and inserts throughout departments now being studied)

During the year 1957, the following subjects were given consideration and further action is required before completion:

- A. Discussions with telephone officials were held with a view to decreasing personal calls within city departments and toll calls made from the City Hospital. A new system recommended by the Telephone Company, which will be inaugurated this year, will limit outgoing calls to those individuals designated by department heads.
- B. A survey was conducted at the City Hospital by budget analysts regarding various phases of administration. Specific recommendations were made for adjustments in nurses' compensation, part of which was put into effect and the balance of which is under consideration at the present time by the Law Department.
- C. The possibility of inaugurating municipal research seminars in various phases of municipal administration for key city employees was discussed and considered on several occasions. The senior administrative analyst of this Division and several budget analysts sat in with Professor Morris Lambie of Harvard University on one occasion during the summer months and the Board is giving serious consideration to setting up seminars during the present year. The City might be obliged to stand all or part of the expense involved, but it is believed that it would be a worthwhile venture provided suitable arrangements can be made.
- D. Meetings regarding the proposed consolidation of the Northern and Southern Mortuaries were held with Doctors Conlin, Ford and Luongo, with a view to abandoning the Northern Mortuary and transferring its facilities to the City Hospital in conjunction with the operations of the Southern Mortuary. Plans are progressing in this direction and it is believed that combined operations will make for increased efficiency, centralized reporting and recording of Suffolk County Medical Examiners and a vast improvement over facilities now available at the Northern Mortuary. In addition, the merging of these two facilities will result in substantial savings to the City and the sale of the building at present housing the Northern Mortuary.

Several of the items mentioned heretofore, which have not reached final completion, will be given continued study and consideration by the Board during the year 1958, and other projects contemplated are listed below:

1. Possible transfer of Public Buildings Division of the Real Property Department to the Administrative Services Department. This would require an amendment to existing Ordinances and it is believed that such a move would give the Board an opportunity to observe more closely the operations of this particular Division, whose functions are purely administrative. It is the consensus of the Board that the control of public buildings, which represents a substantial investment, should be vested in a body charged with the overall administration of city departments, such as the Administrative Services Board.

2. Interviews with department heads will be continued during the year regarding various administrative matters, particularly those departments having interrelated activities and problems.

3. The services of the IBM and Remington-Rand Corporations will be utilized, without cost to the city, to make surveys of those departments where tabulating and data processing equipment are most essential in expediting procedures, with a view to acquiring new equipment and replacing obsolete equipment wherever it is found necessary.

4. Demolition, Urban Renewal and Redevelopment Programs, which are being conducted by other departments and/or Committees, will be given priority for Board deliberations and discussions, as will the tax rate and costs pertaining thereto, Assessing Department procedures and other factors which enter into the overall tax rate picture.

5. A speeding up of Motor Excise Tax billings and collections. (State cooperation will be necessary in this instance.)

6. Other sources of revenue will be explored and recommendations will be made from time to time to the Legislature and City Council when and if a practical and feasible type of revenue is considered favorably.

7. A reappraisal of our present Compensation and Classification Plan for City employees will be inaugurated, with a view to adjusting such inequities as might exist at the present time and reviewing our

present wage scales for adjustment at such time as the city is in a better position financially to give favorable consideration to any possible increases that might be recommended.

8. Printing Department billings to be made only twice a year, beginning this year in June and December. Consideration is being given to possible discontinuance of all billings for printing in the future by making one appropriation and eliminating individual departmental appropriations. It is believed that tremendous savings can be realized in printing costs if the facilities of our Printing Plant were utilized by the School Department and Suffolk County agencies. It is our contention that the elimination of billings would be an incentive for both of these agencies to consider favorably the transfer of printing business now being given to outside firms to the City Printing Plant. Of course, the overall appropriation for printing would have to be increased but we are confident that the appropriation and annual expenditure for printing would be substantially less than is required at the present for combined printing operations.

9. Improvements in the operations of the Central Mailing Unit in the Annex are being considered and possible pickups and deliveries of mail are under consideration, with the closing hour each day being extended to 5.00 P.M., or possibly 6.00 P.M.

10. Consideration will be given to an equipment loan for heavy automotive equipment and replacement of obsolete office machine equipment.

11. The relocating of departments in the Annex to speed up elevator service and make departments visited by large portions of the public more accessible. Present plans call for the increasing of space allotments to the Planning Board and Equalization Survey group, the transfer of the Registry Division to the first floor, the transfer of the Election Department to the fourth floor and the Survey Division of the Public Works Department to the 10th floor.

12. Transfer of "postage costs" from "Office Supplies and Materials" account to a central "Postage Account" in the Treasury Department to decrease or eliminate billing procedure costs.

13. To have Registry of Deeds employees photostat copies of deeds rather than utilizing Assessing Department employees for this work.

14. Atlases—The advisability of having new atlases printed before some of the City's major construction projects are completed. If we can defer this project for a few years, with the cooperation of all departments concerned, a more accurate and up-to-date atlas can be printed than at the present time. However, we might be obliged to do some work on the West Roxbury and Hyde Park atlases this year because of the many changes that have taken place since the last set of atlases was printed.

15. Possible transfer of Mimeograph Unit from the Printing Plant to the Office Machine Repair Unit in the Hall and possible expansion of Machine Repair Unit activities to cover departments not being serviced by this Unit at the present time. (Space requirements and additional help will have to be considered before any definite action can be taken.)

16. Reactivate the operations of the Industrial Development Committee, with a view to the possible issuance of a rotogravure presentation to be distributed throughout the larger cities of the country.

17. The standardizing and speeding up of Annual Report documents. Preliminary mimeographed reports including activities, achievements and objectives of each department will be delivered on or before January 30th of each year to the Administrative Services Department, with statistical data being eliminated or deferred until complete report is ready for printing.

18. Expansion of Addressograph operations in other departments, particularly Hospital and Welfare Departments. Police and voting lists and poll tax bills are at present compiled under this system and serious thought is being given to utilizing the equipment for the processing of real estate and motor excise tax bills.

19. The advisability of your assignment of a Liaison Officer to keep us informed on all Federal legislation, present and future, which should result in the city receiving its maximum share of Federal aid and assistance.

20. The modernizing of our Personnel Records System to which reference is made under "Personnel Division."

21. To request Law Department to file legislation amending 1934 law which gives the Public Works Department authority to file liens in the Registry of

Deeds on all water taxes not paid in a previous year, such legislation to eliminate the lien proviso. There appears to be a duplication of work under the present law, as the Assessing Department is obliged to keep similar records where the filing of a lien is involved. If this lien proviso were eliminated, the entire collection and recording responsibilities would then be in the hands of the Public Works Department.

22. Possible consolidation of Police and Fire Stations at proposed new locations for Fire Stations.

23. Possible sale of suburban parking lots which have proved unsuccessful and the establishment of an offstreet parking area adjoining Worcester Square for City Hospital visitors.

24. Consideration of a new hospital building to be erected in the center of the present hospital group, between Harrison Avenue and Albany Street, to connect with existing buildings, thereby achieving one unit.

25. To consider possibilities of a change in Veterans' Abatements system through legislative action.

26. Possible establishment of an Archives Section in new Library building. This section would accommodate old building plans and assessing records, with suitable indexing and filing. (Microfilmed duplicates of active records would be retained at City Hall.)

27. Enlargement of the scope of duties of the Mayor's Automotive Advisory Committee to general safety and accident prevention in connection with the Workmen's Compensation Service, Health Department, Public Works Department, etc., through accident prevention savings in time loss anticipated.

28. Mayor's Advisory Committee of one hundred to be contacted with a view to advancing the following suggestions of the Director, which appear to this Board to be most timely and worthy of consideration:

A. The appointment of a subcommittee to actively solicit the establishment of a regional headquarters in Boston by the largest national industrial corporations.

B. The proposed subcommittee to develop interest among attorneys and trust companies to encourage voluntary bequests and gifts to the City for public memorials. (Private bequests in recent years have

been diverted from the City to charitable and educational institutions through a lack of public relations activities on the part of the City.)

29. Consideration of A.D.T. service in public buildings.

30. Capital Improvement Program studies, including loans authorized and unissued, purpose of new loans and other factors involved in long-term financing.

This is a partial list of the Board's plans for 1958 and, before this document goes to press, we are certain that many other constructive suggestions and recommendations will be advanced by Board members. We are hopeful that we will achieve the goals to which we aspire during the current year, but if we can eliminate a few of the clouds of pessimism that hover over our City, we can gradually clear the horizon of erroneous rumors and misguided conceptions of Boston's standing in municipal leadership, with the result that Boston will regain its previous high rating among the larger cities of the world.

## ADMINISTRATIVE DIVISION

With a limited staff and a lack of space, this Division has made an earnest effort to comply with all administrative recommendations of the Board and we believe its operations and accomplishments can easily be identified by referring to the following list:

1. Minutes of all Board meetings have been compiled and copies supplied to each member.

2. The Second Conference on Municipal Administration was conducted and organized, and a Report on this Conference is at present being printed.

3. A booklet entitled, "Certificates, Licenses and Permits, including Charges and Services Rendered" has been compiled alphabetically and is at present in the Law Department for review.

4. The supervision of the Equalization Survey has been delegated to this Division.

5. All surveys and reports of other departments have been reviewed and channelled through this Division.

6. The booklet entitled "The Boston Tax Story" was compiled, with assistance from the Budget Division.

7. The Annual Report of the department is compiled by this division, and Annual Reports from other departments have been reviewed for the purpose of eliminating duplications in reporting.

8. Procedural Manuals have been given cursory examination (because of a limited staff) but we are hopeful that during the current year we can get this project off the ground and will be in a position to report real progress next year.

9. An Organization and Methods Section has been under consideration for the past three years to handle some of the many administrative studies and surveys necessary, and we are hopeful that some progress in this direction will be accomplished this year. (A review of the many studies contemplated by the Board in the earlier part of this report would warrant this move as quickly as possible.)

At the end of the year we were fortunate in securing the services of a competent assistant, who was transferred from another department. If we could be certain of securing at least two additional assistants during the present year, we could then plan future operations on a more definite and methodical basis and could initiate some of the studies and surveys that require immediate attention.

As the Central Mailing Unit was established through the efforts of this Division, a comment regarding its operations is included here. In the early part of the report, reference was made to improving the service of this unit, which will be accomplished within the next few months. Although this unit is now under the supervision of the Collector-Treasurer, this Board initiated the installation at the recommendation of Charles J. Fox, our first and former Director. Considering the number of minor complaints registered regarding service, which, as stated previously, will be adjusted very soon, the unit has proved its value and worth, when cost comparisons are made between the year 1954 (the year prior to the installation of this unit) and last year, 1957. Total postage costs for the city in the year 1954 were \$153,000 and last year were \$143,000, denoting a net savings of \$10,000. Additional equipment was installed last year, costing in the vicinity of \$8,000, including a folding and inserting machine which was used in the mailing of real estate and poll tax bills. These machines

have taken over several manual operations, such as folding, inserting enclosures and sealing and stamping each envelope automatically. This investment has practically paid for itself, as it would have been necessary to hire temporary help and pay overtime charges in an amount equal or over the amount invested. This was an investment that will pay substantial dividends in future years through the elimination of overtime pay and the necessity of hiring temporary help.

All city departments having large volumes of mail have been requested to avail themselves of this service per a directive forwarded to all departments under date of November 7, 1957.

### BUDGET DIVISION

This Division, in addition to the assembling and the composition of the 1957 Annual Budgets, has been most active in keeping tabs on departmental expenditures and work programs. Program budgeting, which was initiated in 1955, has proven most satisfactory, and budget clerks within city departments have become acclimated and educated to this new phase of budgeting by focusing their attention upon work programs rather than objects or items to be acquired.

Various surveys were conducted by the analysts during the course of the year, one of which is a long-range survey that may take many months to complete. We make reference here to the Hospital Department, upon which several reports were submitted to the Director regarding various hospital functions. Because of Council Hearings on the budget at the present time, this work will not be resumed until April, at which time studies will be made regarding the financial situation at the Hospital. It is hoped that, after this phase of administration has been reviewed, definite recommendations will be submitted for the improvement of the Hospital's bookkeeping and accounting procedures which, it has been claimed, have not been up to par in recent years.

Special attention will be given this year to the screening of purchase requisitions to ascertain the minimum needs of a department for a limited period of time, rather than over-buying certain products that might not be used in their entirety for several years.

As 500 permanent employee vacancies will be eliminated in the budget this year, stricter supervision and control will be maintained over personnel requisitions,

overtime pay and temporary help, in cooperation with the Personnel Division, to comply with the provisions of commitments made last year to the Legislature in connection with the approval of the \$45,000,000 Funding Loan.

## PERSONNEL DIVISION

Considerable progress was made by this Division in the administration of personnel procedures, and methods for compiling personnel statistics have been greatly improved.

The final stages in the establishment of the punch-card system were unavoidably delayed, due to the fact that the Remington-Rand machines used to correlate the information on the punch cards are located in the Retirement Board and Auditing Department. One machine requires re-wiring in order to print pertinent information on the cards. The problems involved have been gradually overcome and the efficiency of this system in ascertaining statistical information is becoming more evident.

In connection with the so-called White Paper of 1957, a monthly report is submitted to the Director which establishes a continuous check on progress towards the 5% reduction in personnel included in said report. This report shows the number of people on the payroll as of the first week in each month, by department, with comparative data for the same period of the previous year, a summary of monthly personnel increases and decreases by title and grade for each department and, finally, a summary of changes in grade and salary, revisions for classified and unclassified positions by title for each department.

The Personnel Division has, from time to time, provided classification and salary data on request from various cities throughout the country. In return, statistical information is received which is of considerable value for comparative wage surveys, etc.

Visiting personnel from foreign countries were received and personnel practices and procedures of the City of Boston explained in detail by the Supervisor of Personnel.

The reprinting of Document 56, the Compensation and Classification Plan for City Employees, was post-

poned until a later date, due to revisions which should be included in an up-to-date booklet. It is expected that this will be completed in the very near future.

## COMPLAINTS DIVISION

This Division, which came into existence the latter part of 1954, has become one of the more important divisions of city government for the rendering of service to the public. At its inception, it was the target for criticism by those who felt that such an operation was unwarranted and unnecessary. However, this conception was disproved by the increase in the number of complaints adjudicated by this division during the past year, an increase of 20% over the previous year's operations.

In addition to rendering a much needed service to the public, it has relieved department heads of many of the headaches and prolonged telephone calls which they were obliged to endure prior to the establishment of the division.

An effective system of processing complaints has been inaugurated, with complaints being followed through until some final and definite action has been taken. We consider this a maximum service rendered to the community at a minimum cost.

Seasonal complaints, such as requests for plowing and sanding of streets after snowstorms, cleaning of catch basins, requests for spraying trees, etc., have been in the majority, while complaints about defective streets and sidewalks, violations of health, fire and building laws, etc., have been in the minority. An entirely new type of complaint has been prevalent during the past year, which signifies the interest the public is now taking in the appearance of the city, namely, complaints regarding dilapidated structures that ruin the appearance of good neighborhoods. This Division has processed many complaints of this nature and, in most cases, was successful in having such structures razed either by the Building or Health Department under the Demolition Program.

## PURCHASING DIVISION

This Division, in addition to its purchasing procedures which have been improving steadily during the past several years, has been expanding its activities to include other administrative functions which are not

only saving money for the City but are contributing much to overall municipal operations. For example, two units performing excellent service at the present time are listed herewith:

1. Surplus Property Unit.
2. Office Machine Repair Unit.

The Surplus Property Unit has been most active and alert in the reviewing of requisitions for new equipment and supplying, in many cases, surplus equipment from one department for the use of another department. It is intended to expand the operations of this unit during the present year by setting up a Central Inventory Control covering all types of furniture, office and heavy equipment, now under departmental jurisdiction. A Central Inventory Control, when established, will give us an overall picture of what we have on hand, the estimated life of such equipment and when and if such equipment should be replaced. (This information will be most important in the event that a new City Hall becomes a reality within the next five or six years.)

The Office Machine Repair Unit, in its second year of operations, has proven its worth beyond all expectations. During the year a total of 970 typewriters were serviced, including all machines located in the Hall and Annex, the Court House, the Welfare Department, Veterans' Services, Law Department, Parks and Recreation Department, Health Department and the Boston Licensing Board. This service consisted of 2,393 inspections, including cleaning, oiling and adjusting. (Outside firms charge a fee of \$12 per machine per year for this service.) Six hundred and twenty-two calls for immediate repair work on the above machines and 122 calls for repair of adding machines represents a saving of approximately \$7 a call, which is the average charge by outside agencies. A typewriter pool is maintained which covers the requirements for seasonal work in various departments. Thirty-eight machines were condemned as being beyond repair due to age or condition and were replaced by machines in the pool, thereby eliminating the necessity of purchasing new machines or an expensive repair job. Condemned machines are put in stock for parts for other old machines still in use. The total cost of operating this unit for the year 1957, including the salaries of two repair men, was \$8,200 as against an estimated cost for the same work and service

by outside agencies of \$16,800. With a saving of approximately \$8,600 last year and a saving during the prior year of operations of \$8,200, we are at present giving serious consideration to the possible extension of this service to other city departments that are located in areas remote from the center of the city, such as the Library, Fire, Hospital and Traffic Departments. This would probably require the purchasing of a truck and the addition of at least two repair men to service the additional departments involved.

### PRINTING SECTION

Printing Plant operations have been under study and surveillance since the reorganization in 1954, with a consultant making a survey and recommendations the latter part of 1954. During the past three years we have been endeavoring to improve efficiency, increase production, and reduce costs and, although progress has been slow during the years 1955 and 1956, we have, however, turned the corner during the past year and are well on the road to placing this important adjunct of municipal operations on a business-like and productive basis.

Expenditures for the year 1957 were over \$63,000 less than for the year 1956, with a net reduction of eight permanent employees through retirement or death. Although there was an increase in temporary workers to facilitate the establishment of the Addressograph system, costing \$27,000 more than in 1956, this increase was more than offset by a reduction in contractual services of \$52,000, attributed mainly to the fact that the greater part of the binding of the Police and Voting Lists was accomplished at the Plant instead of outside contractors and fewer jobs were sent outside for completion. We are quite pleased and encouraged by the progress we have made in Printing Plant operations and we believe the greater part of our success is due to the installation of the Addressograph Unit which was recommended and installed by our first Director, Charles J. Fox. We submit herewith some of the more important phases of this operation since its inception.

Machinery and equipment purchased in 1955-56 for the production of the Police and Voting Lists by this process were put into operation in 1956 for the production of plates. Thousands of plates were

fabricated and later had to be discarded because of a change in the law relative to age and year of birth. Therefore, it was not until December of 1956 that a separate unit was organized and fabrication of plates from information received from the new Police listing of 1957 was initiated. During 1957 it was necessary to rent Graphotype machines to produce the number of plates required to complete the Voting and Police Lists. Before the end of the year, these machines were purchased and part of the rental charges paid thereon was applied to the purchase price.

At the present time the Plate Library in the Printing Plant consists of a half million plates indexed by wards, precincts, streets and names. These plates are in the process of being tabbed as to status of tax exemption, political affiliations, citizenship and sex. The entire Police List was produced by this process in 1957 but in view of the fact that a large part of the information received from the Police lists was not in agreement with information relative to the same persons listed on the Voting Lists in the Election Department, it was impossible to produce the entire voting list by this process. Only four wards were completed by this process and the remaining 18 wards were completed by the type process, in order to meet delivery and legal schedules. However, we expect to have the entire voting list completed by the Addressograph process this year, which will decrease production costs substantially. In summarizing our 1957 operations with the Addressograph Unit, we submit the following production completed by this unit:

The entire Police List.

Four Wards of the Voting List.

200,000 poll tax bills in triplicate.

Duplicate Commitment Lists for the Treasury and Assessing Departments.

List of tax exempt persons.

500,000 Cards for the 1958 Resident Listing by Police.

It is interesting to note that we realized a saving of some \$25,000 in the cost of the Police List of 1957. With the printing of specially prepared cards for the 1958 resident listing, which will result in the completion of this listing about two weeks earlier than previous schedules, some \$30,000 in clerical costs in addition to thousands of dollars of overtime charges, which would have been incurred otherwise, will be eliminated.

The prospects in Addressograph operations for the year 1958 are most encouraging. We expect to be able to produce the following lists in their entirety:

Police — Voting — Tax Exempt Persons — Poll Tax — Cards for the 1959 Resident Listing.

Inasmuch as much of the work accomplished in 1957 was of a non-recurring nature, the cost of production for these jobs will necessarily have a downward trend.

The Binding Unit recently established in the Printing Plant is, as yet, in its infancy and there is little that can be reported here until surveys have been completed throughout the various city departments as to the amount of binding work that can be performed by this process. We are confident, however, after inspecting such an installation at the State House, that tremendous savings can be realized in binding costs. This is a simple operation that will serve the needs of many departments and will reduce binding expenditures to an absolute minimum. We are hopeful that in next year's report we can show real progress in this new field of operations.

## ART COMMISSION

During 1957, the Commission member appointed by the Museum of Fine Arts, Mr. William Emerson, has died, leaving a vacancy in the Commission.

The plans for improvement of the Tremont Street Mall of Boston Common were seen by the Commission and approved, the plans for the work being submitted by Shurcliff, Shurcliff & Merrill, Landscape Architects.

Plans for the improvement and redesigning of the plot of land in Post Office Square were considered and approved, the work to be done by the Massachusetts Society for the Prevention of Cruelty to Animals (The Angell Memorial) with the help of the Phillips Street Fund.

The figures decorating the base of the fine Brewer Fountain on Boston Common were dislodged by a mob of treasure hunters set off by a radio program. The figures had to be removed by the Park Department to a place of safety until they can be restored.

The condition of the Shaw Memorial, opposite the State House on the Boston Common, remains a serious problem, requiring an expenditure of some \$35,000, for replacing stones which have been split by the weather, necessitating taking the stone-work down and rebuilding it, and sealing it from further weathering.

## SUMMARY

The Administrative Services Department and especially its governing Board have been endeavoring during the past four years — the length of time the two organizations have been in existence — to modernize municipal operations, to keep informed as to how other large cities in the country are solving mutual problems, to increase efficiency and to eliminate or decrease expenditures wherever possible or feasible. We believe we have made real progress in the short period we have been functioning and, although there is much to be done to improve present conditions, we are confident that, through continuous study and review, we will reach our goals in the not too distant future.

As Chairman of the Equalization Survey Committee, the Urban Renewal Coordinating Committee and the Public Safety Commission, our Director and Chairman has been in a position to give us the benefit of his diversified knowledge of activities in these various agencies which, in turn, has kept us informed as to what the other agencies were thinking before making definite decisions or recommendations on many matters of an administrative nature. With a new policy adopted of inviting departments heads with interrelated activities or problems to attend meetings of the Board, we will not only increase our general knowledge of municipal operations, but it will give us an opportunity to secure a broader viewpoint of certain problems and activities which, obviously, will result in better planning and a higher degree of intelligent action.

We are keenly aware of the tremendous task ahead and are always open to suggestions, recommendations or

constructive criticism, not only from the public and from all civic organizations interested in better government, but from the department head and city employee who are part and parcel of the vast organization which it is our responsibility to direct and guide in a manner that will reflect credit upon you and your administration.

Respectfully submitted,

WM. ARTHUR REILLY, *Chairman*

JOHN V. MORAN, *Purchasing Agent*

JOSEPH P. LALLY, *City Auditor*

DUNCAN T. FOLEY, *Supervisor of Personnel*

JAMES E. GILDEA, *Collector-Treasurer*

JOHN G. PICKETT, *Supervisor of Budgets*

JOHN J. CHAPMAN, *Assessor of Taxes*

LAWRENCE W. COSTELLO,

*Administrative Secretary.*





